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favor of the early creation of a Supreme Court of the Nations as the best and easiest means of insuring peace between the members of the family of Nations" (p. 156).

The study, however, reveals that even the Supreme Court has not always been successful, notably in its effort to settle the controversy between the North and the South by the Dred Scott decision. Other decisions, such as those in the cases of the *Active* and of the Wyoming settlers—both regarded by Pennsylvania as derogatory to her sovereignty—resulted in near approaches to war (pp. 21, 63, 65). Thus Mr. Balch was "forced to realize that there were limitations to the possibilities of securing world peace by the mere establishment of such a Tribunal" (p. 156). The crux of the matter, in the author's opinion, lies in the elaboration of formulae for distinguishing between legal and political questions. For decision of the latter, organs other than courts appear to be necessary. In the international field such institutions as a council of conciliation and an international legislative body have been suggested to supply the want.

Only one phase of the jurisdiction of the Supreme Court of the United States is considered. In addition to its jurisdiction in controversies between states, it exercises jurisdiction in cases arising under the Constitution, treaties or laws of the United States. It is to the latter jurisdiction that we owe the development of a workable constitutional law. Possibly international institutions, with a jurisdiction founded on the nature of the case, such as the international prize court proposed at the Second Hague Conference, and an international court of claims (*American Journal of International Law*, vol. XII, p. 89), might be expected by analogy to prove more valuable international organs than a court with jurisdiction defined exclusively by the nature of the parties.

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*A History of Suffrage in the United States.* By KIRK H. PORTER.  
(Chicago: The University of Chicago Press. 1918. Pp. 260.)

This brief but comprehensive summary of the development of suffrage legislation and practice in the United States will serve a very useful purpose; for, although several careful studies have been made of suffrage in the individual colonies and of the general suffrage move-

ment in the colonial period, the development through the period since the adoption of the Constitution has not received the attention which it has deserved.

The author seeks to show that "a vigorous fight has been going on ever since 1776 to secure suffrage for some large and discontented group—ever growing larger and more discontented until it finally embraced the women. And in the wake of this demand the suffrage franchise has expanded slowly, grudgingly, and by compromising steps."

Three tables and a diagram are helpful features of the book. In so condensed a treatment of this complicated subject, larger use might well have been made of such devices, applying this method of comparative presentation to such topics as the spread of woman suffrage, the diversity of residence and citizenship qualifications, and the exaction of literacy tests.

The materials mainly used have naturally been the provisions of state constitutions and the debates in constitutional conventions, together with reports of court decisions. Greater attention to statute law, for example as to registration, would have made the narrative more faithful in its presentation of the actual exercise of the suffrage.

The arrangement is somewhat confused, for the topical chapter headings in several cases do not fit the chronological treatment that is used. Thus, in the chapter headed "Woman Suffrage Since the Civil War" a considerable section is devoted to a discussion of literacy tests.

Nearly a third of the book is devoted to the negro's relation to the suffrage—"how he got it, what he did with it, how he lost it, and what the result may lead to." It is a broad and candid study. The author seems, however, to give scant justice to the motive of such leaders as Sumner in seeking to confer the ballot upon the negro as a needed defense against prejudiced action on the part of his former masters, although (p. 199) he presents plain evidence that the menace was a real one. The discussion of the processes and the constitutional enactments by which the negro has been excluded from the suffrage is excellent.

The author acknowledges a suspicion that his treatment of woman suffrage "will not be considered entirely satisfactory or fair by those who favor the cause." Before its final triumph he anticipates "a struggle which will be interesting, and it may be exceedingly long."

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